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A PILOT PLAN FOR EDUCATIONAL LEADERSHIP IN RHODE ISLAND, THE DEVELOPMENT OF A MODEL FOR PUBLIC SCHOOL DISTRICT ORGANIZATION IN A REGION OF RHODE ISLAND.

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A MODEL FOR PUBLIC SCHOOL DISTRICT ORGANIZATION IN RHODE ISLAND IS PROPOSED AS A PILOT PLAN FOR EDUCATION LEADERSHIP. SEVEN SCHOOL COMMITTEES AND FIVE SUPERINTENDENTS ARE ADMINISTERING THE SEVEN RHODE ISLAND DISTRICTS WHICH COVER AN AREA OF 22 SQUARE MILES. THIS DIFFUSION OF EDUCATIONAL RESOURCES WITHIN THE SMALL AREA AFFECTS THE EXTENT TO WHICH THE SYSTEMS CAN FULFILL DESIRED OBJECTIVES AND PROHIBITS AN OPTIMUM BALANCE BETWEEN INVESTMENT AND RETURN. IN AN ATTEMPT TO REMEDY THIS PROBLEM, A BOSTON UNIVERSITY SURVEY TEAM DEVELOPED A MODEL, WHICH RECOMMENDED THAT THE STATE BOARD OF EDUCATION ESTABLISH A PILOT EDUCATIONAL LEADERSHIP CENTER TO PROVIDE SERVICES NOT READILY AVAILABLE TO THE SEPARATE DISTRICTS, SUCH AS ELECTRONIC DATA PROCESSING AND MENTAL HEALTH SERVICES. THE CENTER IS TO SERVE AS A SOURCE OF EDUCATIVE RESOURCES AND IS TO BE ADMINISTERED BY A FULL-TIME EDUCATIONAL DEVELOPMENT ADVISER. THE PLAN AVOIDS DISRUPTION OF LOCAL AUTONOMY AND SECURES THE BENEFITS OF A LARGER, SPECIALIZED DISTRICT. (GB)

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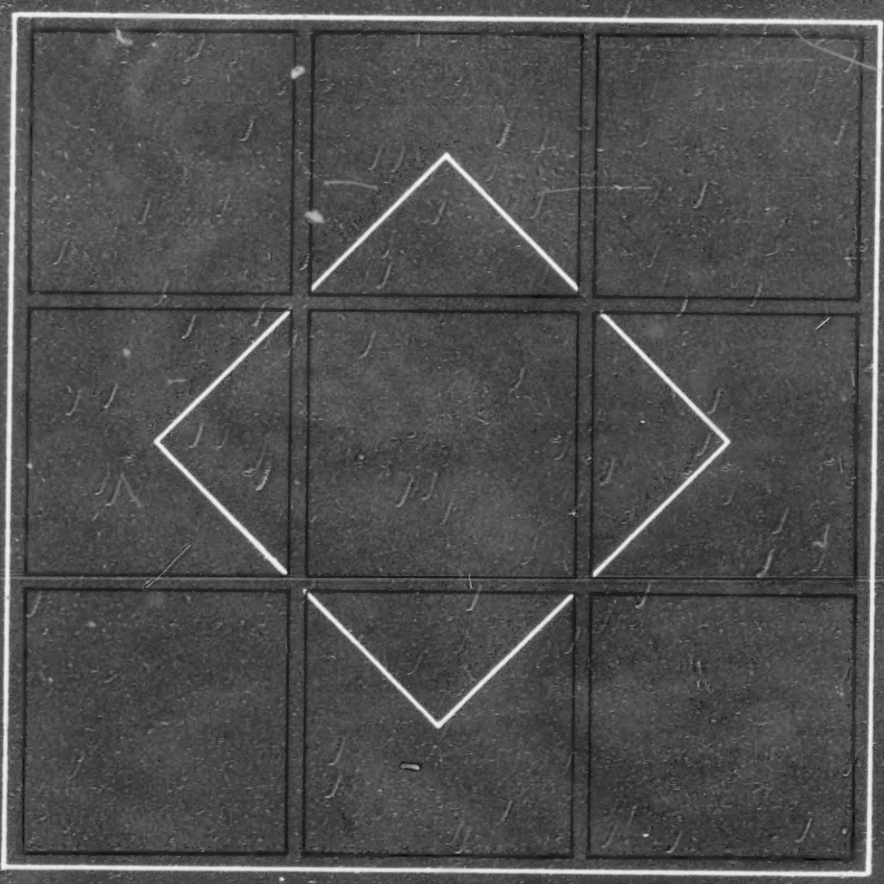
The development of a model for public school district organization in a region of Rhode Island.



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A PILOT PLAN FOR EDUCATIONAL LEADERSHIP IN RHODE ISLAND

* * *

The development of a model for public school district organization in a region of Rhode Island.

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BOSTON, MASSACHUSETTS 1967

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OFFICE OF EDUCATION

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FOREWORD

The School of Education of Boston University has a long history of service to the New England community. In keeping with this tradition the survey team accepted the opportunity to develop the model for school district organization for a region of Rhode Island which is incorporated in this report.

The study reported herein has departed from the patterns frequently utilized in other surveys in two significant ways. First, the focus has been upon goals and objectives. All other considerations in respect to the development of a model for the organization of schools are secondary to the accomplishment of the purposes for which the schools exist. The firm conviction of the survey team has been that the model recommended should be the one most feasible for the attainment of present goals and objectives and for the determining and attaining of new goals and objectives. Second, the survey team has sought and secured the services of a larger number of consultants of more varied backgrounds than is customary. On the one hand there were distinguished scholars who have familiarity with the region studied. In addition, an international intervisitation project made it possible to secure the consultant services of four eminent educators from other lands. Boston University professors from various disciplines added to this dimension of breadth.

The model recommended is proposed specifically as a pilot plan for educational leadership in the region studied. It is highly probable, however, that adaptations of the plan may be appropriate for other regions of Rhode Island and for other states.

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INTRODUCTION

At the request of the Rhode Island State Board of Education a survey team from Boston University has developed a model for public school district organization in a portion of Washington County, Rhode Island. Seven school districts were studied to determine the adequacy of the present school organization with respect to its efficiency in operating a comprehensive education program in an economic manner. The school districts included in the study are Charlestown, Hopkinton, Narragansett, Richmond, South Kingstown, Westerly and the Chariho Regional High School District.

The following report presents the results of the study. Included are answers to questions posed at the beginning of the study. Responses to the questions were sought and reported with respect to the relevance of developing a model of district organization. The report contains models of organizational and administrative structures which were considered for the region, and the recommendation of a structure for effective school district organization for the area. A staff report of 180 pages complements this present report. Those who seek detailed descriptions of the seven school districts are referred to that report.

In order for a survey team to carry out a study of this nature many resources, both human and material, must be available. A special acknowledgement of appreciation is due to Jack R. Childress, Dean of the School of Education and other Boston University officials for their interest and support throughout the study.

It is, of course, impossible to give full credit to all who aided the survey team in this study. The superintendents of schools of the seven school districts were generous with their time in working with the survey team. These superintendents were most helpful in supplying information requested:

James E. Conlon	South Kingstown
Phillip L. Kelly	Chariho Regional High School District Charlestown
Edward T. Morenzoni	Westerly
John W. O'Brien	Narragansett
Roger L. Searle	Hopkinton Richmond

The survey team recognizes the valuable assistance given it by the following individuals from state agencies:

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CHAPTER ONE

LOCATION, SIZE, AND POPULATION OF THE TOWNS INCLUDED IN THE STUDY

The school districts of Charlestown, Hopkinton, Narragansett, Richmond, South Kingstown and Westerly are coterminous with their respective town boundaries. The Chariho Regional High School District encompasses the towns of Charlestown, Richmond and Hopkinton.

LOCATION

The six towns are located in Washington County in southern Rhode Island. Washington County also includes the towns of Exeter, North Kingstown and New Shoreham (Block Island). The school districts under study are located in the area colloquially referred to as "South County."

The list below indicates the distance each of the six towns is from the state capital, Providence:

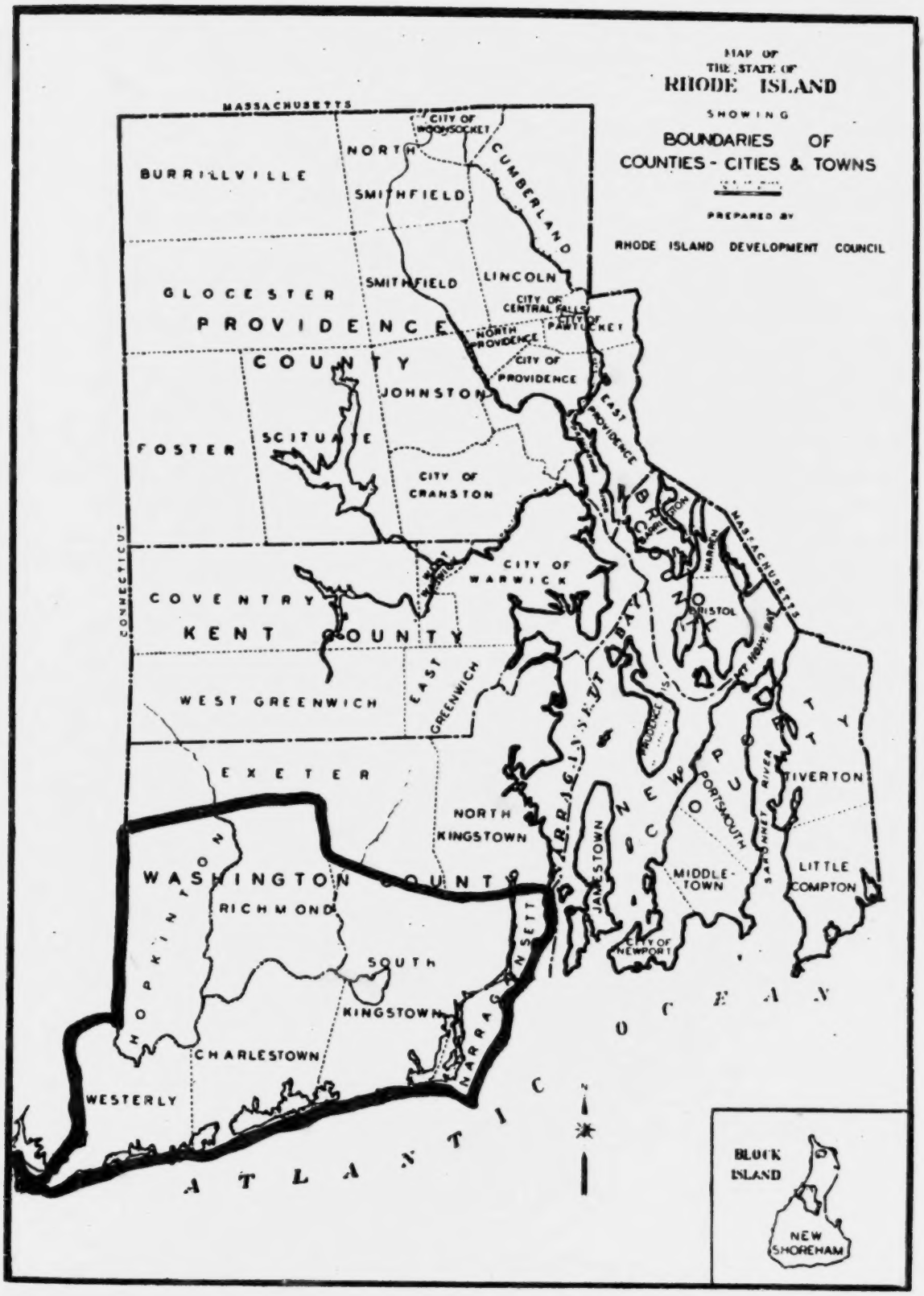
Town	Distance in miles
Charlestown	36
Hopkinton	34
Narragansett	30
Richmond	28
South Kingstown	30
Westerly	42

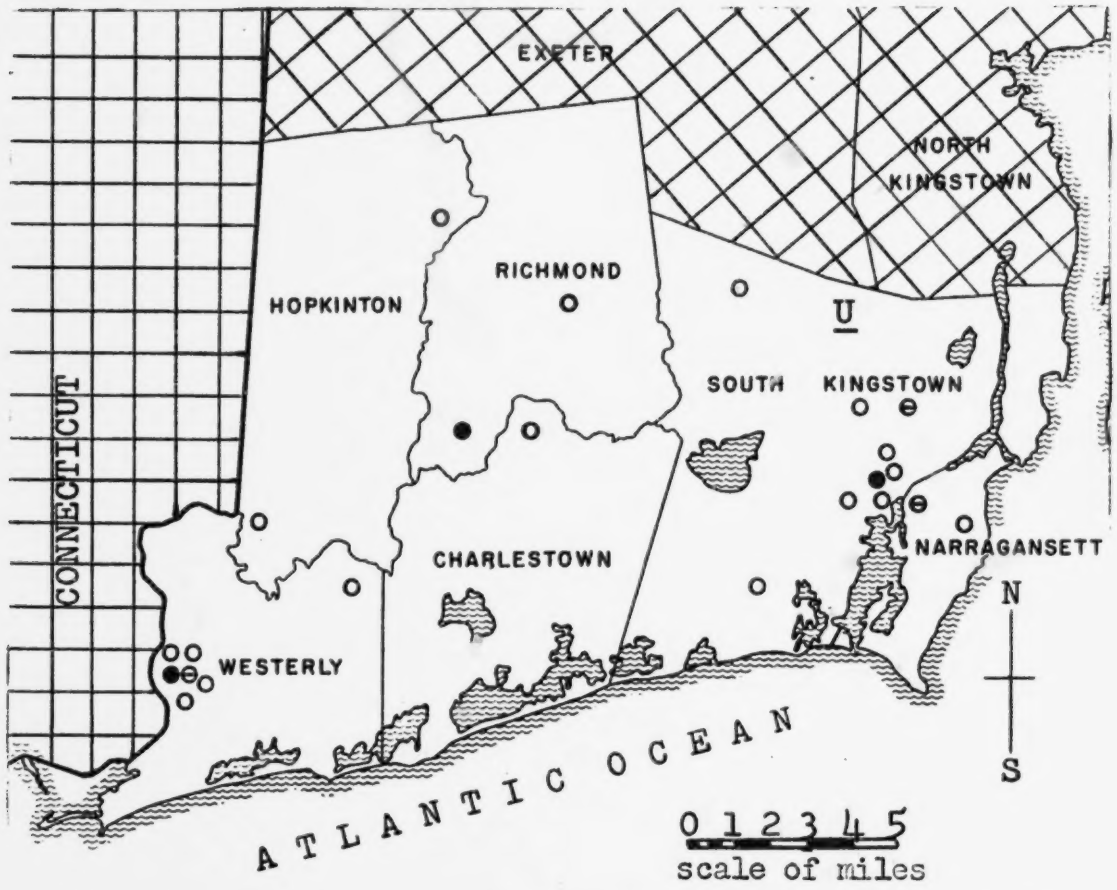
Source: Rhode Island Development Council, Providence, Rhode Island

On page 10 there is a map of the state of Rhode Island showing boundaries of counties, cities, and towns. On page 11, there is a map of the six towns included in the study with school locations indicated.

SIZE AND POPULATION

Table I shows the size, population and density of the six towns included in the study.


MAP OF
THE STATE OF
RHODE ISLAND
SHOWING
BOUNDARIES OF
COUNTIES - CITIES & TOWNS
PREPARED BY
RHODE ISLAND DEVELOPMENT COUNCIL
MASSACHUSETTS
CITY OF WOONSOCKET
NORTH SMITHFIELD
BURRILLVILLE
CUMBERLAND
SMITHFIELD
LINCOLN
GLOCESTER
CITY OF CENTRAL FALLS
CITY OF PAWTUCKET
PROVIDENCE COUNTY
NORTH PROVIDENCE
CITY OF PROVIDENCE
EAST PROVIDENCE
JOHNSTON
FOSTER
SCITUATE
CITY OF CRANSTON
CONNECTICUT
CITY OF WARWICK
WARWICK
COVENTRY
KENT COUNTY
BRISTOL
MASSACHUSETTS
EAST GREENWICH
WEST GREENWICH
NARRAGANSETT BAY
PRUDENCE ISLAND
PORTSMOUTH
SAKONNET RIVER
TIVERTON
EXETER
NORTH KINGSTOWN
JAMESTOWN
NEWPORT
MIDDLE-TOWN
LITTLE COMPTON
WASHINGTON COUNTY
RICHMOND
CITY OF NEWPORT
SOUTH KINGSTOWN
NARRAGANSETT
CHARLESTOWN
WESTERLY
ATLANTIC OCEAN
BLOCK ISLAND
NEW SHOREHAM



LOCATION OF SCHOOLS IN THE AREA UNDER STUDY

MAP LEGEND

- O Elementary school buildings
- ⊖ Junior high school buildings
- ● Senior high school buildings
- U University of Rhode Island

TABLE I

POPULATION DENSITY OF THE SIX TOWNS UNDER STUDY AS OF OCTOBER 1, 1965

Town	Land area in square miles	Population, October 1, 1965	No. of persons per sq. mile
Charlestown	37.0	2,586	69.89
Hopkinton	42.1	4,674	111.02
Narragansett	13.8	5,043	365.43
Richmond	41.4	2,235	53.98
South Kingstown	57.4	14,405	250.95
Westerly	30.9	15,711	508.44
Total	222.6	44,654	200.60

Source: Rhode Island Development Council, Providence, Rhode Island

Of the thirty-nine cities and towns in the state of Rhode Island the six towns rank in 1965 population as follows:

Westerly	18
South Kingstown	20
Narragansett	29
Hopkinton	30
Charlestown	34
Richmond	37

Source: Rhode Island Development Council, Providence, Rhode Island

CHAPTER TWO

DESCRIPTIONS OF THE SEVEN SCHOOL DISTRICTS

How are the school districts organized to attain their goals and objectives?

To administer the districts there are seven school committees and five superintendents. The superintendent of schools for the Chariho Regional High School District is also superintendent for Charlestown. Hopkinton and Richmond have the same superintendent of schools, but each has its own school committee. Each of the remainder of the districts has its own superintendent and school committee.

The formal administrative organization for each of the school districts is presented in Figures 1 through 5.

The seven school districts of the study serve an area of 22 square miles and had an average membership of 9,172 pupils during the 1965-1966 school year. Table II compares average membership of public school pupils with total area population for the school years 1960-1961 and 1965-1966. The growth of pupil membership by school level is shown in Table III for the school years 1960-1961 through 1965-1966.

TABLE II

AVERAGE MEMBERSHIP OF RESIDENT PUPILS IN PUBLIC SCHOOL COMPARED WITH TOTAL AREA POPULATION IN THE SCHOOL YEARS 1960-1961 AND 1965-1966

	1960–1961	1965–1966	Per cent change
Total area population	37,779	44,654	18.2
Total school population	7,593	9,172	19.5
Per cent of population attending school	20.1	20.5	0.02

TABLE III

AVERAGE MEMBERSHIP OF RESIDENTS IN PUBLIC SCHOOL FOR THE SEVEN SCHOOL DISTRICTS AND PER CENT OF CHANGE BY LEVEL FOR THE SCHOOL YEARS 1960-1961 THROUGH 1965-1966

	PRE-PRIMARY		ELEMENTARY 1-6		SECONDARY 7-12		TOTAL K-12	
	Average number	Per cent change	Average number	Per cent change	Average number	Per cent change	Average number	Per cent change
1965–1966	744	14.3	4,495	2.6	3,933	4.1	9,172	4.1
1964–1965	651	6.2	4,379	0.9	3,777	4.8	8,807	2.9
1963–1964	613	−3.0	4,341	3.2	3,602	5.4	8,556	3.6
1962–1963	632	4.4	4,205	4.1	3,416	7.0	8,253	5.3
1961–1962	605	−11.1	4,040	3.6	3,191	5.6	7,836	3.2
1960–1961	681	—	3,897	—	3,015	—	7,593	—
Overall per cent change 1960–1961 through 1965–1966		9.2		15.3		30.4		20.8

Source: Pupil Summary Data form of the Rhode Island State Department of Education, 1962 through 1966.

FIGURE 1

ADMINISTRATIVE ORGANIZATION OF THE WESTERLY SCHOOL DISTRICT

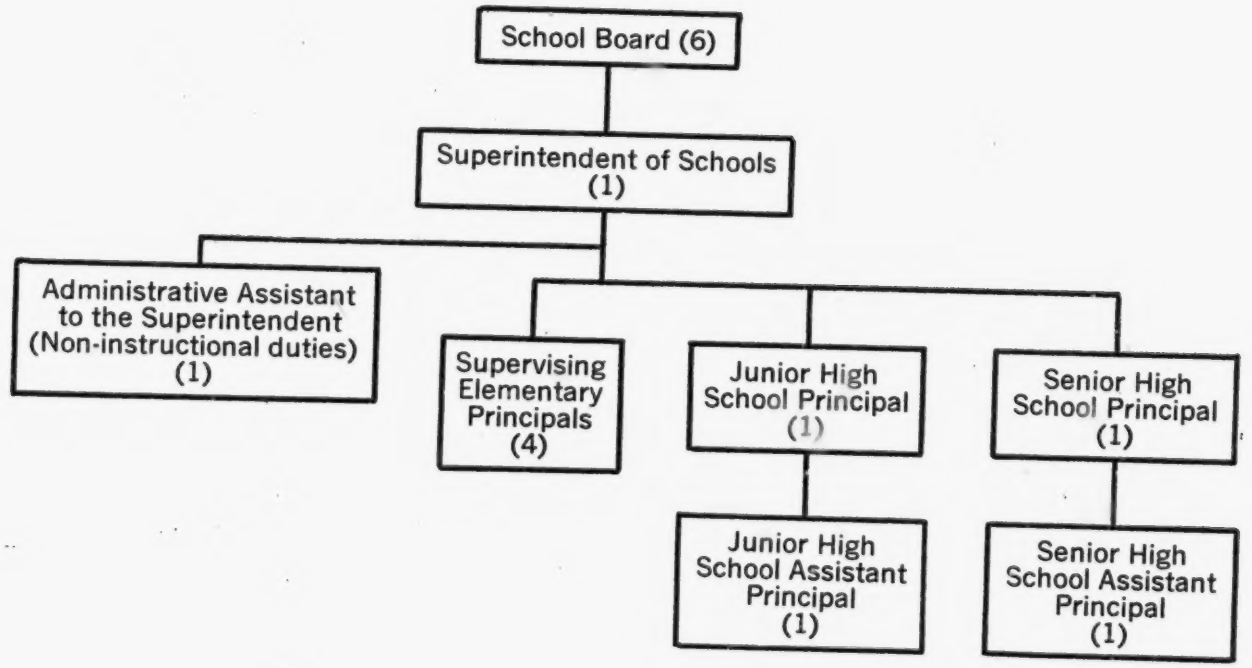

School Board (6)
Superintendent of Schools (1)
Administrative Assistant to the Superintendent (Non-instructional duties) (1)
Supervising Elementary Principals (4)
Junior High School Principal (1)
Senior High School Principal (1)
Junior High School Assistant Principal (1)
Senior High School Assistant Principal (1)

FIGURE 2

ADMINISTRATIVE ORGANIZATION OF THE SOUTH KINGSTOWN SCHOOL DISTRICT

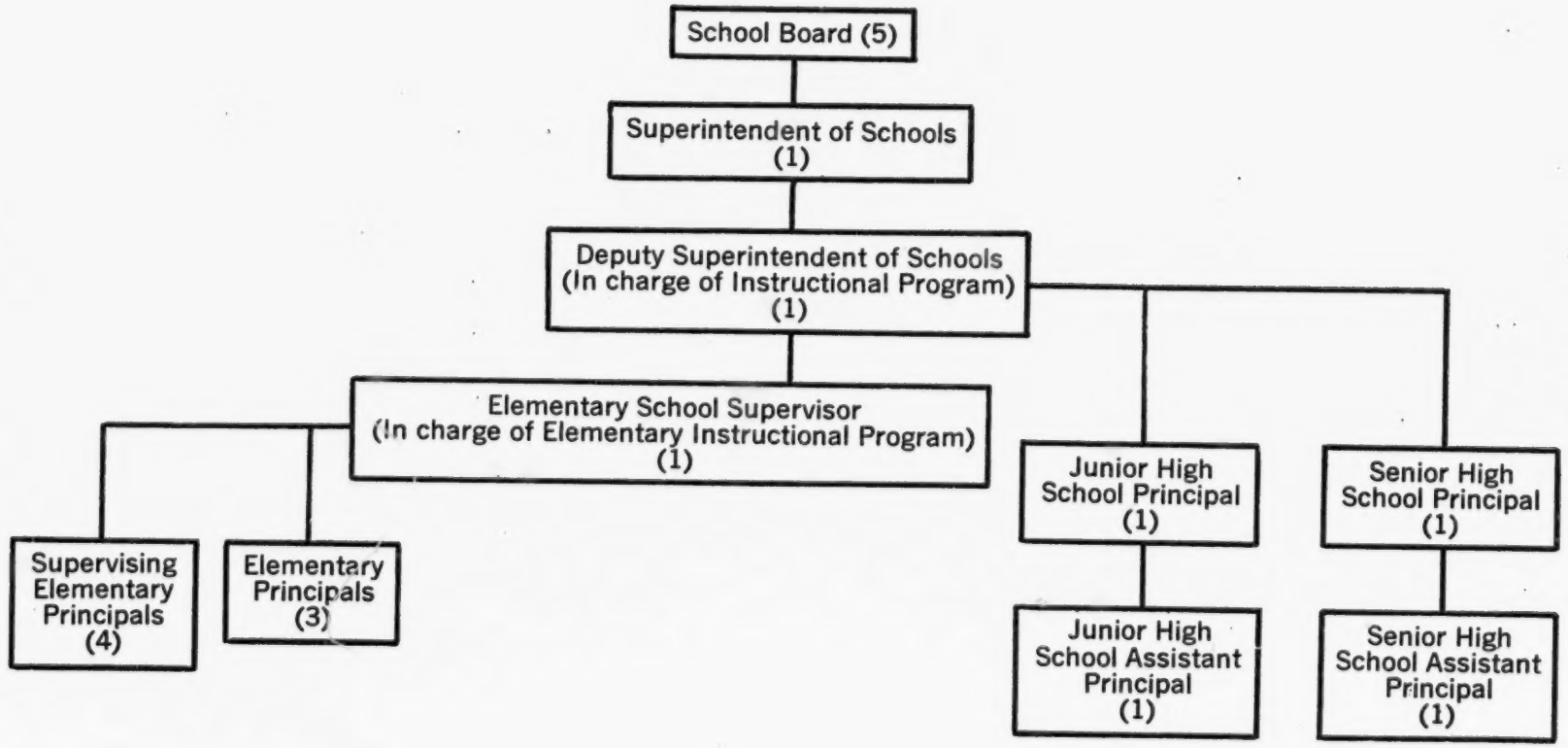

School Board (5)
Superintendent of Schools (1)
Deputy Superintendent of Schools (In charge of Instructional Program) (1)
Elementary School Supervisor (In charge of Elementary Instructional Program) (1)
Supervising Elementary Principals (4)
Elementary Principals (3)
Junior High School Principal (1)
Senior High School Principal (1)
Junior High School Assistant Principal (1)
Senior High School Assistant Principal (1)

FIGURE 3

ADMINISTRATIVE ORGANIZATION OF THE NARRAGANSETT SCHOOL DISTRICT

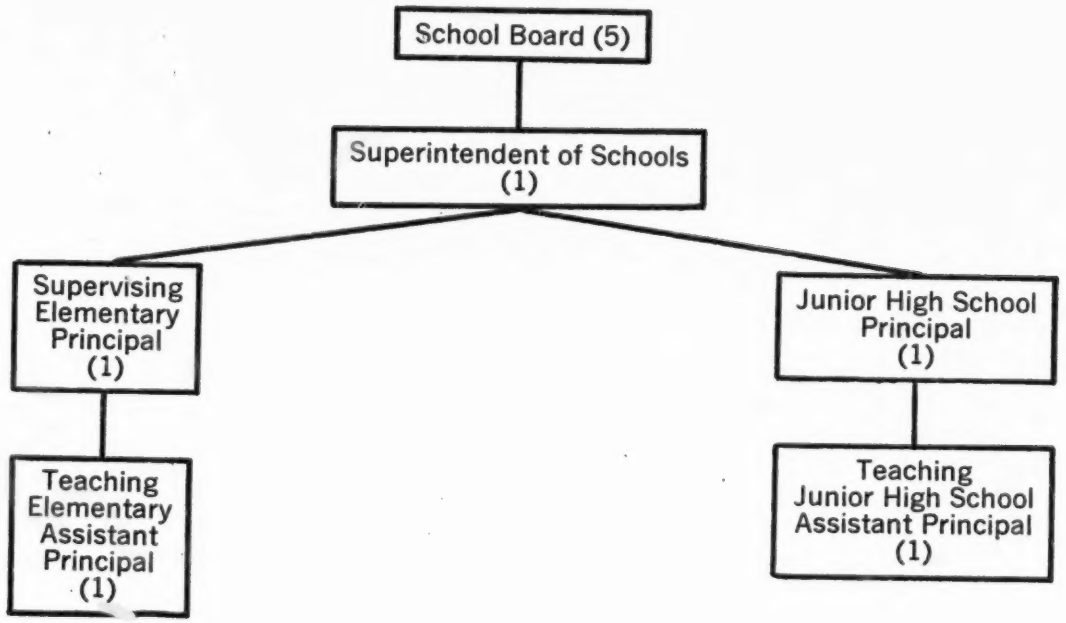

School Board (5)
Superintendent of Schools (1)
Supervising Elementary Principal (1)
Junior High School Principal (1)
Teaching Elementary Assistant Principal (1)
Teaching Junior High School Assistant Principal (1)

FIGURE 4

ADMINISTRATIVE ORGANIZATION OF THE CHARIHO REGIONAL HIGH SCHOOL DISTRICT

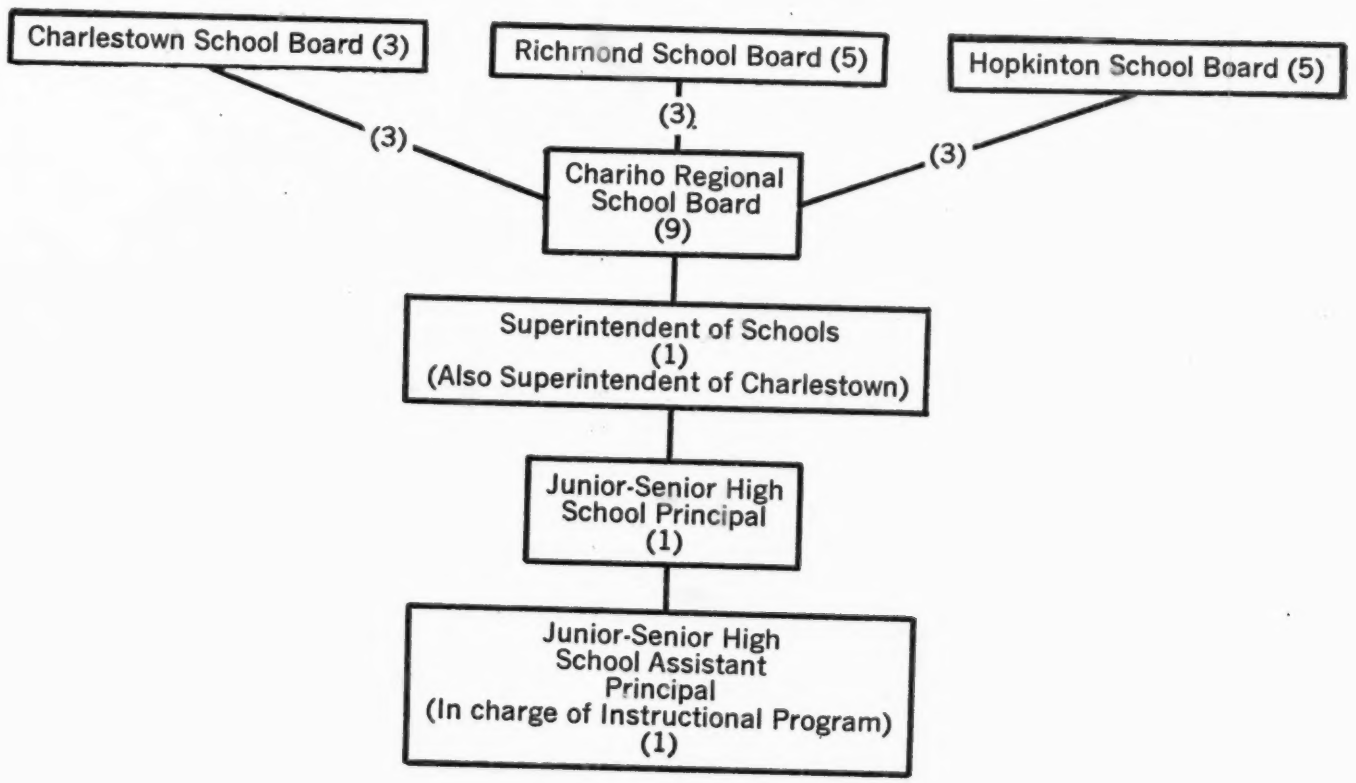
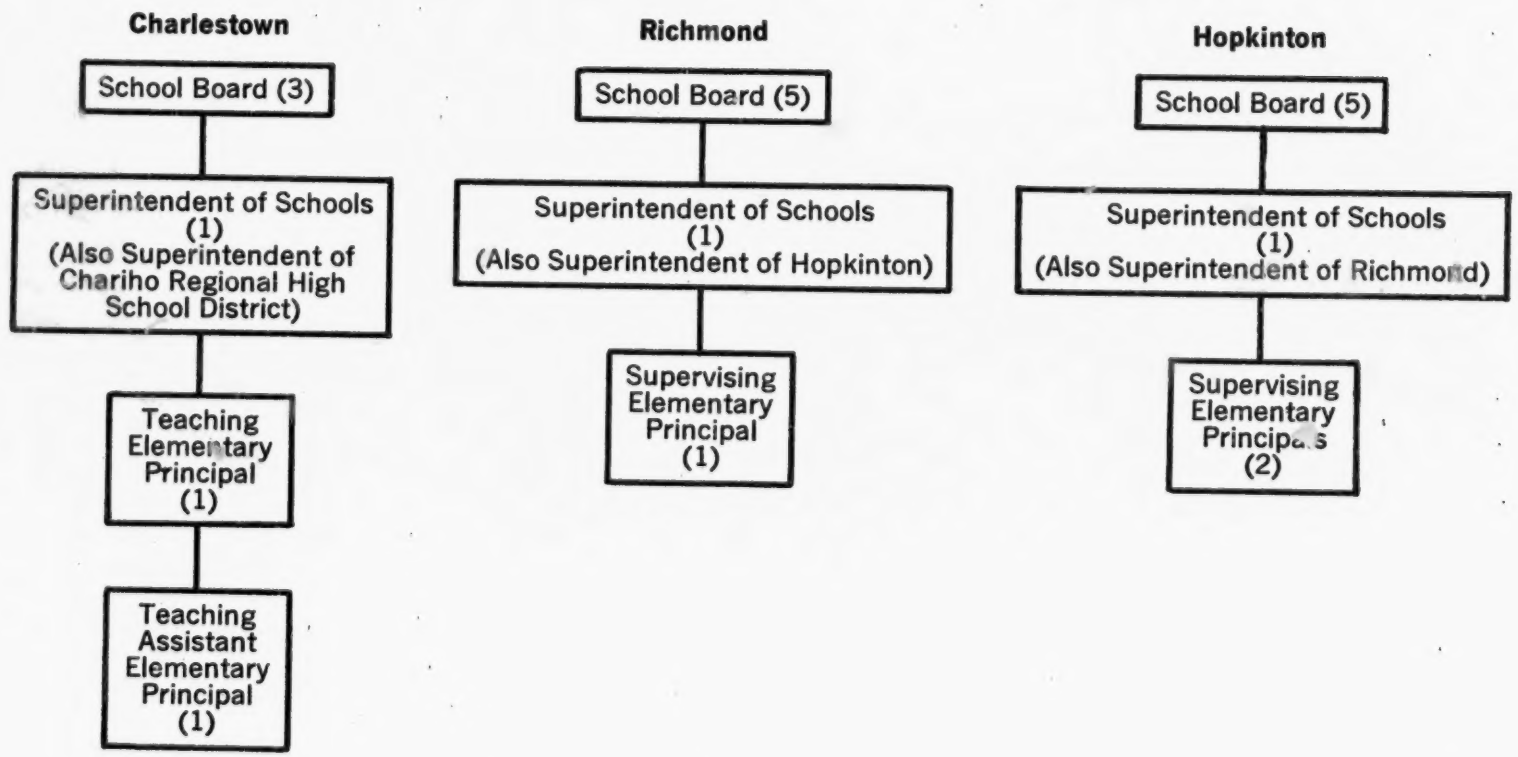

Charlestown School Board (3)
Richmond School Board (5)
Hopkinton School Board (5)
(3)
(3)
(3)
Chariho Regional School Board (9)
Superintendent of Schools (1) (Also Superintendent of Charlestown)
Junior-Senior High School Principal (1)
Junior-Senior High School Assistant Principal (In charge of Instructional Program) (1)

FIGURE 5

ADMINISTRATIVE ORGANIZATION OF THE SCHOOL DISTRICTS OF CHARLESTOWN, RICHMOND, AND HOPKINTON


Charlestown
School Board (3)
Superintendent of Schools (1) (Also Superintendent of Chariho Regional High School District)
Teaching Elementary Principal (1)
Teaching Assistant Elementary Principal (1)
Richmond
School Board (5)
Superintendent of Schools (1) (Also Superintendent of Hopkinton)
Supervising Elementary Principal (1)
Hopkinton
School Board (5)
Superintendent of Schools (1) (Also Superintendent of Richmond)
Supervising Elementary Principals (2)

THE INDIVIDUAL SCHOOL DISTRICTS

With the exception of Westerly which has a school psychologist on its staff, the school districts use the consulting and testing service of the School Psychology Department of the University of Rhode Island.

Teachers of art, music, and physical education and a school librarian are shared by the elementary school districts of Charlestown, Hopkinton, and Richmond. The teachers of these three school districts serve together on textbook selection committees. The same report card is used in the three districts. The teachers of the three towns are on the same salary schedule as the Chariho teachers.

Charlestown, Hopkinton, Richmond, Westerly, and Chariho utilize the food service program of the Rhode Island State Department of Education under which the state employs the cafeteria personnel. Narragansett and South Kingstown hire their own cafeteria personnel.

The teachers association in each of the seven school districts is the bargaining agent for the teachers.

Westerly School District

The school district of Westerly had an average membership of residents of 3,260 pupils in grades kindergarten through twelve during the 1965-1966 school year. This is 20.7 per cent of the 1965 town population of 15,711 persons.

There are seven public schools in the Westerly School District, four of which have recently constructed additions: five elementary, one junior high school, and one senior high school.

All of the Westerly school age children attend its public schools except for twenty high school pupils who attend the Rhode Island Vocational-Technical School in Providence and approximately 500 pupils who are enrolled in parochial schools. Three children from outside the town attend special class at the elementary level.

Each of the schools except Beach Street has a library. There are three full-time librarians, one each for the high school, the junior high school, and one for all the elementary schools. Library aids are employed at the junior and senior high schools.

The elementary school classes are self-contained. Generally pupils are assigned randomly; however, there are instances when the principal in consultation with the teachers splits combinations of children and places those with learning problems with particular teachers.

Babcock Junior High School contains grades seven, eight, and nine. By the beginning of grade nine a pupil's program is designed to prepare him for one of the three tracks of the high school program: college, general, commercial.

The department heads of the senior high school also have responsibility for their respective subjects in the junior high school.

The two guidance counselors at the junior high and the three at the senior high school assist the pupil and his parents in determining which program is suited for him, considering his goals and his aptitude. Each student's program is reviewed annually and approved by his parents and the counselors. Table IV lists the plans of the 1966 graduates of Westerly High School.

TABLE IV

PLANS OF THE 1966 GRADUATES OF WESTERLY HIGH SCHOOL

	Number	Per cent
Entering four year colleges		
University of Rhode Island	51	26.7
Other colleges	29	15.2
Entering junior colleges	33	17.3
Entering three year nursing schools	3	1.6
Entering other schools beyond secondary	25	13.1
Entering military service within six months	2	1.0
Entering other pursuits, including work	48	25.1
Total	191	100.0

Source: Superintendent of Schools, Westerly, Rhode Island

South Kingstown School District

The school district of South Kingstown had an average membership of residents of 2,524 pupils in grades kindergarten through twelve during the 1965-1966 school year. This is 17.6 per cent of the 1965 town population of 14,405.

There are nine public schools in the South Kingstown School District: seven elementary schools, one junior high school, and one senior high school.

The pupil membership has been increasing at all levels since 1961. The per cent of increase for the district from 1961 to 1966 is 14.41 per cent.

The elementary school classes are self-contained. Pupils are assigned to their classes according to their ability in grades two through six. Children in grade one are placed on the basis of readiness for the grade determined by a standardized test administered at the end of the kindergarten year.

South Kingstown Junior High School contains grades seven and eight. In the departmentalized structure the pupils are placed in groups according to ability determined by standardized tests.

At the end of the eighth grade pupils are grouped for the three tracks of the senior high school: college, business, general. The three guidance counselors at the senior high school and the one counselor at the junior high school assist the pupil and his parents to determine which of the three programs is best suited for the pupil.

Each of the schools has a library. There are three full-time librarians, one each for the high school and the junior high school, and one for all the elementary schools.

Table V lists the plans of the 1966 graduates of South Kingstown High School.

TABLE V

PLANS OF THE 1966 GRADUATES OF SOUTH KINGSTOWN HIGH SCHOOL

	Number	Per cent
Entering four year colleges		
University of Rhode Island	50	30.1
Other colleges	22	13.3
Entering junior colleges	14	8.4
Entering three year nursing schools	2	1.2
Entering other schools beyond secondary	11	6.6
Entering military service within six months	10	6.0
Entering other pursuits, including work	57	34.4
Total	166	100.0

Source: Superintendent of Schools, South Kingstown, Rhode Island

Narragansett School District

The school district of Narragansett had an average membership of residents of 998 pupils in kindergarten through grade twelve during the 1965-1966 school year. This is 19.8 per cent of the 1965 town population of 5,043 persons.

The Narragansett School District does not have a high school and pays tuition for the schooling of all eligible high school students. The district sends most of its high school students to South Kingstown Senior High School. Narragansett pays South Kingstown $535 for each pupil who attends.

Narragansett also pays the tuition of any eligible high school student attending a private or parochial school up to the amount of $535.

There are two public schools in the district: one housing kindergarten through grade three, and the other housing grades four through nine.

There has been a continual increase in the total pupil membership of residents in Narragansett since 1961. In one year, 1964-1965, however, the junior high school enrollment showed a decrease. The per cent of increase for the district from 1961 to 1966 is 34.86 per cent.

Narragansett has a library in each of its two school buildings. The school librarian spends three and one half days at the junior high school and one and one half days at the Fifth Avenue School.

The elementary school classes are self-contained. The children are homogeneously grouped by ability determined by standardized tests in grades one through six. In kindergarten the children are randomly grouped.

Children are grouped by ability in grades seven, eight, and nine with children in the advance groups receiving extra work and enrichment.

Chariho Regional High School District

Located in Richmond at the geographical center of three towns, the Chariho Regional High School District provides a junior-senior high school education for the children of the residents of Charlestown, Richmond, and Hopkinton. The word "Chariho" is derived from the beginning letters in the names of the three towns.

There had been discussions about a regional school for the three towns as early as 1926. In 1949 a Rhode Island State Department of Education sponsored study recommended joint school districts. In 1955 an act was passed by the state legislature authorizing regional school district planning boards. In 1956 the towns of Charlestown, Richmond, and Hopkinton formed a planning board.

Impetus was given to the plan to regionalize in 1957 when the Westerly School Committee informed the school committees of the three towns that Westerly High School was becoming over-crowded and, hence, Westerly could not accept tuition students from the three towns after the 1958-1959 school year.

The Chariho Junior-Senior High School opened on September 19, 1960 with an enrollment of 727 pupils in grades seven through twelve.

The Chariho Regional Junior-Senior High School, contains thirty-seven classrooms, a gymnasium, a cafetorium, and a library. The school designed for 1000 pupils will be added to during the 1966-1967 school year because of increased enrollments. The addition will contain large and small group classrooms and offices for department heads.

In the fall of 1966 construction began on a state-supported regional vocational high school. It will be completed in September 1968 and will have a planned enrollment of approximately two hundred pupils, both girls and boys. The site is adjacent to the present Chariho Regional High School.

The Chariho Regional High School District had an average membership of residents of 984 pupils during the 1965-1966 school year. This is 10.3 per cent of the 1965 combined populations of Charlestown, Richmond, and Hopkinton of 9,495 persons.

The Chariho Junior-Senior High School has one librarian and one aide.

Grades seven and eight are organized on the basis of core subjects. One teacher teaches English and social studies to a group of pupils, then another teacher is responsible for teaching them mathematics and science. Pupils are grouped by ability for major subjects.

There are two tracks at the senior high school level: college and non-college. There are two guidance counselors, both men, for the high school.

Table VI lists the plans of the 1966 graduates of Chariho Regional High School.

TABLE VI

PLANS OF THE 1966 GRADUATES OF CHARIHO REGIONAL HIGH SCHOOL

	Number of graduates	Per cent
Entering four year colleges		
University of Rhode Island	20	15.4
Other colleges	10	7.7
Entering junior colleges	19	14.6
Entering three year nursing schools	3	2.3
Entering other schools beyond secondary	16	12.3
Entering military service within six months	18	13.9
Entering other pursuits, including work	44	33.8
Total	130	100.0

Source: Superintendent of Schools, Chariho Regional High School District

Charlestown School District

The school district of Charlestown had an average membership of residents of 333 elementary school pupils in grades one through six during the 1965-1966 school year.

There is one elementary school building with seventeen classrooms in the Charlestown School District.

Average pupil membership in the elementary school of residents of Charlestown has increased 22.42 per cent since 1961-1962 when there were 272 pupils.

The Charlestown Elementary School classes are self-contained. Children are assigned by ability to the classes.

Richmond School District

The school district of Richmond had an average membership of residents of 324 elementary school pupils in grades one through six during the 1965-1966 school year.

There is one public elementary school in Richmond. It was constructed in 1934 as a nine classroom school.

Average pupil membership in the elementary school of residents of Richmond has been increasing since 1961-1962 when there were 281 pupils. The 324 pupils in 1965-1966 represented an increase of 15.30 per cent.

The Richmond Elementary School classes are self-contained. Children are assigned randomly to classes.

In grade six the two teachers specialize their instruction. One teaches math to two classes and the other teaches reading. Both teach the remainder of the subjects.

Hopkinton School District

The town of Hopkinton had an average membership of residents of 749 elementary school pupils during the 1965-1966 school year.

There are two public elementary school buildings in Hopkinton.

Average pupil membership in the elementary schools of residents of Hopkinton has been increasing since 1961-1962 when there were 689 pupils. The 749 pupils in 1965-1966 represented an increase of 8.70 per cent.

The Hopkinton elementary schools have self-contained classrooms. Children are assigned homogeneously to the classes.

Financial Aspects of the Seven School Districts

The staff report provides detailed analysis of the financial aspects of the seven school districts. Presented here are four summary tables. Tables VII and VIII show current expenditures per pupil (exclusive of transportation and tuitions paid out) for the elementary schools and the secondary schools respectively for the school years 1960-1961 and 1965-1966. Table IX presents the cost per weighted elementary pupil unit for the school districts for the school years 1960-1961 and 1965-1966. The weighted elementary pupil unit is used in order to make more accurate comparisons of the costs since there are some districts with only elementary schools while others have both elementary and secondary schools. The method of deriving the weighted unit is explained in the footnote of Table IX. Table X shows a ranking of the seven school districts by average per cent of total day school support in eight expenditure areas for the six school years of 1960-1961 through 1965-1966.

TABLE VII

CURRENT EXPENDITURES# PER PUPIL FOR ELEMENTARY SCHOOLS* OF THE SCHOOL DISTRICTS FOR THE SCHOOL YEARS 1960-1961 AND 1965-1966

School district	1960–1961	1965–1966	Per cent increase
Charlestown**	$332.00	$512.00	54.2
Hopkinton	$362.00	$485.00	33.9
Narragansett	$494.00	$588.00	19.0
Richmond**	$390.00	$441.00	13.1
South Kingstown	$356.00	$511.00	43.6
Westerly	$298.00	$411.00	37.9
Chariho	—	—	—

Source: Table II of *Statistical Tables* for 1960-1961 and 1965-1966 published by the Rhode Island State Department of Education

#Exclusive of transportation and tuitions paid out

*Kindergarten pupils counted as ½

**No kindergarten

TABLE VIII

CURRENT EXPENDITURES# PER PUPIL FOR GRADES SEVEN THROUGH TWELVE OF THE SCHOOL DISTRICTS FOR THE SCHOOL YEARS 1960-1961 AND 1965-1966

School district	1960–1961	1965–1966	Per cent increase
Charlestown	—	—	—
Hopkinton	—	—	—
Narragansett*	$515.00	$622.00	20.8
Richmond	—	—	—
South Kingstown	$432.00	$582.00	34.7
Westerly	$477.00	$558.00	17.0
Chariho	$401.00	$560.00	39.7

Source: Table II of *Statistical Tables* for 1960-1961 and 1965-1966 published by the Rhode Island State Department of Education.
#Exclusive of transportation and tuitions paid out
*Grades seven through nine only

TABLE IX

COST PER WEIGHTED ELEMENTARY PUPIL UNIT (WEPU)* FOR THE SEVEN SCHOOL DISTRICTS FOR THE SCHOOL YEARS 1960-1961 AND 1965-1966

School district	1960–1961	1965–1966	Per cent increase
Charlestown	$332.00	$512.00	57.2
Hopkinton	$362.00	$485.00	34.0
Narragansett	$457.00	$546.00	19.5
Richmond	$390.00	$441.00	13.1
South Kingstown	$344.00	$479.00	39.2
Westerly	$338.00	$421.00	24.6
Chariho	$308.00	$431.00	39.9

Source: Computed from Tables II and VIII of *Statistical Tables* for 1960-1961 and 1965-1966 published by the Rhode Island State Department of Education
*Weighted elementary pupil unit is derived by adding the products of the following processes:
the average daily membership of kindergarten pupils multiplied by .5
the average daily membership of pupils in grades 1-6 multiplied by 1
the average daily membership of pupils in grades 7-12 multiplied by 1.3
The sum of the products is then divided into the Total Current Expenditures (exclusive of transportation and tuitions paid out) to arrive at cost per weighted elementary unit.

TABLE X

RANKING OF THE SEVEN SCHOOL DISTRICTS DERIVED FROM THE AVERAGE PER CENT OF THE TOTAL DAY SCHOOL SUPPORT SPENT IN EIGHT EXPENDITURE AREAS FROM THE SCHOOL YEAR 1960-1961 TO 1965-1966

School district	General control	Instruction	Instructional supplies	Texts	Plant operation	Plant maintenance	Auxiliary agencies	Transportation
Charlestown	1	6	4	2	6	4	3	2
Hopkinton	4	3	5	6.5	4.5	2.5	6	4
Narragansett	3	7	3	4	3	7	1	5
Richmond	2	5	7	6.5	7	2.5	2	1
S. Kingstown	6	2	2	3	1	5	5	6
Westerly	7	1	1	5	4.5	1	7	7
Chariho	5	4	4	1	2	6	4	3

Source: Computed from Form 31 of the Rhode Island State Department of Education of the seven school districts for the school years 1960–1961 through 1965–1966.

CHAPTER THREE

GOALS AND OBJECTIVES OF THE SEVEN SCHOOL DISTRICTS

What are the stated goals and objectives of the seven school districts?

The survey team obtained written philosophies from the school districts as their stated goals and objectives. Westerly, Chariho, Narragansett, and South Kingstown supplied the team with their philosophies. Some elements common in the philosophies of the reporting school districts were:

To develop understanding and loyalty to our democratic ideals.

To develop each child to his fullest ability.

To develop critical thinking.

To build a fine character.

To orient the child morally.

To spiritually motivate the child.

Some less frequently stated goals were:

Intelligent direction, thoughtful planning, and efficient execution of the school's efforts.

To involve the staff in curriculum planning.

To utilize research and the advice of specialists.

To test teaching materials and techniques in each school.

To collect, analyze, and evaluate data and to share findings with other schools in the system.

To encourage the students' active participation in the affairs of the town, state, nation, and world.

To what extent do the operational goals and objectives, as perceived by the survey team, differ from the stated goals and objectives?

The philosophies of the seven districts as stated in the printed documents mirror, generally the philosophical stance of the education profession in the United States. There is evidence of conscientious effort on the part of the professional educators in the seven school districts to attain these goals. If there had been statements of goals and objectives in terms of specific behavior, the assessment of the degree to which such goals are being pursued operationally would have been more meaningful. The difference between the operational goals and the statements of educational philosophy represent more a degree of attainment than an absence of accomplishment.

While public schools generally are alleged to be falling short of their expectations, it is only fair to note some of the specific areas in which the schools of the seven school districts are noticeably operating at a level lower than they have stated as their objectives. "To develop each child to his fullest ability" is a deceptively awesome purpose. It is the survey team's impression that more needs to be done to insure that *each* child is provided the opportunity to develop his potential to his fullest ability through individualized programming and instruction. One may ask what funds have been appropriated for individualized laboratory-type learning experiences in each of the academic disciplines? Are adequate counseling services available to all pupils in both elementary and secondary school? What about mental health services? Is there a school social worker available to assist in linking the efforts of the home to the objectives of the school?

Does the absence or scarcity of personnel in specialized fields such as art, music, physical education, and library services reflect a difference between the stated goal of developing each child to his fullest ability and the implementation of that goal? Does the salary schedule in each of the districts attract and hold the kind and quantity of professional educators necessary to accomplish this seemingly simple purpose?

What goals and objectives, in the opinion of the survey team, should receive careful study by the school authorities, even though they are currently neither stated nor accepted operationally?

Specific Objectives and Priorities

In the opinion of the survey team the most visible goals which need further study are those in the statements of educational philosophy already adopted.

The development of accompanying statements of specific objectives described in behavioral terms would facilitate educational planning and aid evaluation of pupil accomplishment. Goals are necessary to give direction and guide lines to school districts. They are useful in assessing the effectiveness of an educational program. Goal priorities as well as the means for evaluating goal attainment should be established.

Student Aspirations

The percentage of graduates of the high schools of the region who enroll in institutions of higher education suggests that other educational goals appropriate for depth study are the motivation of learners and the raising of the aspirations of the students.

Adult Education

Adult education, already accepted in one or more of its forms in the region, should be studied for its potential in respect to:

1. The education of parents in relationship to the education of the pupils.
2. The education of citizens for the performance of the adult role.
3. The improvement of performance skills of school personnel.
4. Education about the subject of education and the allocation of resources in order to attain educational objectives.

Human Tensions

Surely the great challenge of attempting to learn principles and behaviors for the alleviation of human tensions should be high on any list of topics for goal study. The tensions to be lessened are among individuals and groups of people collected in the great urban centers of population. They are also present in the interaction of masses of human beings organized under national banners.

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CHAPTER FOUR

FIVE YEAR POPULATION PROJECTIONS FOR THE SIX TOWNS TO THE YEAR 1980

What demographic and economic factors may be predicted to be conditioners of school district goals and operation?

In at least two population projections for Rhode Island, those of Goldstein and Mayer[1] and the 1960 Rhode Island Traffic Survey[2], the unforeseen has already occurred. Both underestimated the population increase in the area under study. There was an unexpected five year gain in population from 1960 to 1965. The survey team believes the population in the towns studied will continue to grow for the reasons presented below.

The population projections included in this study are based upon the following assumptions:

1. The trend in population increase since 1940 and the trend since 1960 will serve as guides for the trend to 1980.
2. The relatively large amount of available land will be used for residential development.
3. The area can support a much greater population than now inhabits it.
4. Industry in the towns will be limited to light industry in a state of outward seepage from the larger surrounding industrial complex.
5. The area will provide a logical residence for workers employed in nearby areas.

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1. Sidney Goldstein and Kurt B. Mayer, *Population Projections, Rhode Island Cities and Towns, 1970 and 1980* (Providence, Rhode Island: Rhode Island Development Council, Planning Section, 1963)
2. *Report Number 10, Forecasted Population and Socio-Economic Estimates*, A Cooperative Study of Present and Future Traffic Volumes and Travel Patterns (Providence, Rhode Island: Division of Roads and Bridges, Highway Planning Section, Rhode Island Department of Public Works, 1965)

6. The area will benefit from new interstate highways and other transportation conveniences which will increase accessibility to and from the area.

The preceding assumptions were derived from meetings with consultants and from reviewing the data gathered during the course of the study.

Two employment factors were noted: one, the proximity of the area to Providence and the seaside industrial area of Groton and New London, Connecticut, and two, one employer in Connecticut has made bus service available to his employees residing in the area under study. These factors would tend to make this area appealing to workers desiring suburban living.

Since no one projection can be useful in and of itself, two projections are presented here; one having as its basis the increase in population per ten year period since 1940, the other based upon the increase in population from 1960 to 1965. The projections are based upon these two time periods because the in-migration rate and the natural increase in population during these periods appear to be part of a trend which may continue into the future.

Population Projection Number One

The following population projections are based upon the hypothesis that the per cent growth in population per decade since 1940 will continue to the year 1980. The following steps were used in computing the projections:

1. The 1965 population was multiplied by the per cent of increase in population from 1960 to 1965.
2. The resulting product was then added to the 1965 population to achieve the projected 1970 population.
3. The per cent increases in population were computed for the following periods:
    a. 1940 to 1950
    b. 1950 to 1960
    c. 1960 to 1965*
4. An average (mean) per cent was computed from the three.
5. The 1965 population was then multiplied by the average per cent of increase.
6. The resulting product was added to the 1965 population to achieve the projected population for 1975.
7. The projected population for 1970 was then multiplied by the average per cent of increase.
8. This resulting product was then added to the projected area population for 1970 to achieve the projected population for 1980.

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*Because of the recency of the period 1960-1965, the per cent increase for this five year period is given weighting equivalent to each of the two ten year periods.

TABLE XI

FIVE YEAR POPULATION PROJECTION NUMBER ONE FOR THE SIX TOWNS TO THE YEAR 1980

Year	Population
Charlestown	
1960	1,966
1965	2,586
1970	2,748
1975	3,615
1980	3,841
Richmond	
1960	1,986
1965	2,235
1970	2,290
1975	2,577
1980	2,640
Hopkinton	
1960	4,174
1965	4,674
1970	4,888
1975	5,473
1980	5,723
South Kingstown	
1960	11,942
1965	14,405
1970	15,859
1975	19,130
1980	21,059
Narragansett	
1960	3,444
1965	5,043
1970	5,624
1975	8,235
1980	9,184
Westerly	
1960	14,267
1965	15,711
1970	16,450
1975	18,115
1980	20,887
Total Area	
1960	37,779
1965	44,654
1970	47,859
1975	57,145
1980	63,334

Population Projection Number Two

The following population projections are based upon the hypothesis that the growth in population from 1960 to 1965 will continue to the year 1980. The following steps were used in computing the lesser of the two projections for any one year:

1. The actual numerical increase in population from 1960 to 1965 was computed.
2. This numerical increase was then added to the 1965 population to achieve the 1970 population.
3. The 1975 projected population was achieved by adding the 1960 to 1965 increase to the projected 1970 population.
4. The 1980 projected population was achieved by adding the 1960 to 1965 increase to the projected 1975 population.

The following steps were used in computing the greater of the two projections for any one year:

1. The per cent of increase in population between 1960 and 1965 was computed.
2. This per cent was then multiplied by the 1965 population to achieve the anticipated increase for the five year period following 1965.
3. This anticipated increase was then added to the 1965 population to achieve the projected 1970 population.
4. The per cent increase in populatior from 1960 to 1965 was then multiplied by the 1970 projected population to achieve the anticipated increase in population from 1970 to 1975.
5. This anticipated increase in population was then added to the projected 1970 population to achieve the projected 1975 population.
6. The per cent increase in population from 1960 to 1965 was then multiplied by the 1975 projected population to achieve the anticipated increase in population from 1975 to 1980.
7. This anticipated increase in population was then added to the projected 1975 population to achieve the projected 1980 population.

TABLE XII

FIVE YEAR POPULATION PROJECTION NUMBER TWO FOR THE SIX TOWNS TO THE YEAR 1980

Year	Population	Year	Population	Year	Population
Charlestown		Hopkinton		Narragansett	
1960	1,966	1960	4,174	1960	3,444
1965	2,586	1965	4,674	1965	5,043
1970	3,204-3,206	1970	5,174-5,176	1970	6,640-6,642
1975	3,826-4,213	1975	5,674-5,797	1975	8,241-9,721
1980	4,446-5,222	1980	6,174-6,418	1980	9,840-12,802
Richmond		South Kingstown		Westerly	
1960	1,986	1960	11,942	1960	14,267
1965	2,235	1965	14,405	1965	15,711
1970	2,483-2,484	1970	16,862-16,868	1970	17,149-17,155
1975	2,733-2,843	1975	19,331-20,341	1975	18,599-18,881
1980	2,982-3,204	1980	21,794-23,809	1980	20,043-20,613

Total Area	
1960	37,779
1965	44,654
1970	51,512-51,531
1975	58,404-61,796
1980	65,279-72,068

Projected School Membership of Residents of the Seven School Districts

The projections of school membership included in this study are based upon the following assumptions:

1. The birth rate of children attending school in the area will continue to be the same as the birth rate between 1960 and 1965.
2. The attrition rate of children attending school in the area will continue to be the same as the attrition rate between 1960 and 1965.
3. The death rate of children attending school in the area will continue to be the same as the birth rate between 1960 and 1965.

Each school population is projected based upon existing school district structure. In the case of the Chariho Regional High School District, the high school resident membership of the towns of Charlestown, Hopkinton, and Richmond are included as the projection for Chariho. Narragansett, which has no high school facilities and sends its high school age youngsters to South Kingstown High School, has its high school population projections included within its projections, and not in the South Kingstown projections.

The following school membership projections are based upon the hypothesis that the growth in school membership from 1960 to 1965 will continue to the year 1980. The following steps were used in computing the lesser of the two projections for any one year:

1. The actual numerical increase in school membership from 1960 to 1965 was computed.
2. This numerical increase was then added to the 1965 school membership to achieve the 1970 school membership.
3. The 1975 projected school membership was achieved by adding the 1960 to 1965 increase to the projected 1970 school membership.
4. The 1980 projected school membership was achieved by adding the 1960 to 1965 increase to the projected 1975 school membership.

The following steps were used in computing the greater of the two projections for any one year:

1. The per cent of increase in school membership between 1960 and 1965 was computed.
2. This per cent was then multiplied by the 1965 school membership to achieve the anticipated increase for the five year period following 1965.
3. This anticipated increase was then added to the 1965 school membership to achieve the projected 1970 school membership.
4. The per cent increase in school membership from 1960 to 1965 was then multiplied by the 1970 projected school membership to achieve the anticipated increase in school membership from 1970 to 1975.
5. This anticipated increase in school membership was then added to the projected 1970 school membership to achieve the projected 1975 school membership.

6. The per cent increase in school membership from 1960 to 1965 was then multiplied by the 1975 projected school membership to achieve the anticipated increase in school membership from 1975 to 1980.
7. This anticipated increase in school membership was then added to the projected 1975 school membership to achieve the projected 1980 school membership.

TABLE XIII

PROJECTED SCHOOL MEMBERSHIP OF RESIDENTS OF THE SEVEN SCHOOL DISTRICTS TO THE YEAR 1980

Year	Membership	Year	Membership	Year	Membership
Charlestown		Hopkinton		Narragansett	
1960	258	1960	668	1960	792
1965	333	1965	749	1965	998
1970	408-429	1970	830-837	1970	1,204-1,257
1975	483-553	1975	911-937	1975	1,410-1,583
1980	558-713	1980	992-1,049	1980	1,616-2,002
Richmond		South Kingstown		Westerly	
1960	253	1960	2,143	1960	2,744
1965	324	1965	2,524	1965	3,260
1970	395-414	1970	2,905-2,978	1970	3,776-3,879
1975	466-529	1975	3,286-3,514	1975	4,292-4,616
1980	537-677	1980	3,667-4,146	1980	4,808-5,483
Chariho		Total Area			
1960	735	1960	7,593		
1965	984	1965	9,172		
1970	1,233-1,318	1970	10,751-11,112		
1975	1,482-1,766	1975	12,330-13,508		
1980	1,731-2,360	1980	13,909-16,430		

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CHAPTER FIVE

NEEDS OF THE SEVEN SCHOOL DISTRICTS

What are perceived by the survey team to be the unmet needs of the seven school districts?

An obvious effect of the changes within a society is the changing nature of that society's needs. Consequently, the response of the society's institutions to its evolving needs must also change. The forces of change are subtle in their approach and frequently imperceptible in their action. For this reason it is frequently not until after change has taken place that institutions become cognizant of the different role or response which society demands of them. No institution is charged with so enormous a mission, nor with so solemn an obligation as the school's mission and obligation to answer the unmet needs of the society in which it operates. Yet, it must be borne in mind that only in so far as the school is perceptive and dynamic in its response to the needs of the society which it serves is it a viable institution dynamically interacting with those who look to it with confidence and hope.

One of the areas in which the seven school districts might profitably invest their consideration is the degree to which they are building and maintaining complete professional and ancillary staffs. This consideration might be more specifically related in terms of the following questions. Are there specific role expectations? What kind of performance do staff members feel is expected of them, and what sanctions are invoked when expectations are unmet (e.g., dismissal, additional increment)? Are there members of the staff equipped with the specialized knowledge necessary for the education of pupils of divers abilities? To what extent, it may be asked, do the seven school districts provide for the education of the physically handicapped? What is the extent of mental health services for pupils?

Curricular needs are in constant flux, particularly in our age when the knowledge explosion is making myriad and ever increasing demands upon the schools. There is little wonder that in the vital but rapidly changing area of curriculum the schools are constantly faced with new visions of the future, but inundated with the revisions necessary to keep the future in sight. In view of this, it is imperative that the seven school districts maintain

a liaison with a school of education or a similar agent which may reflect current trends in curricular developments that may be of inestimable value to some or all of the seven districts.

Perhaps one of the more pressing imperatives for the seven school districts and, indeed, for school districts throughout the nation, is to examine the administrative structure of their respective organizations in an attempt to determine whether the present structures are the most feasible ones in respect to the schools' making an adequate response to the needs of the districts they serve. It is of the utmost importance that the schools have an affirmative response to the question, "Do the present administrative structures of the seven school districts enhance, rather than hinder, an optimum balance between investment and return? To what extent, for example, do the present administrative structures of the seven school districts utilize modern technological facilities? To what extent do the present administrative structures enhance the possibility of instituting modern technological facilities? To what extent do the contemporary administrative structures of the seven school districts utilize or prevent from being utilized, existing community resources; e.g., does the separate administrative structure in one town prevent, say, a fine library, historical society, yacht club, etc., from serving as a valuable resource for the children of the neighboring school district *in fact?* To what extent do the present administrative structures avoid needless expense of personnel and finances through duplication of effort? Clearly, if the administrative structures of the seven school districts do in fact meet the specific educational needs of the people of the seven school districts, then they do in fact accomplish that which they purport to accomplish; but if in some way one or all of them is, in its own judgement, honestly found to be wanting in the balances, then it ought to be clear that adjustments can and ought to be made. The adjustments may be minor or simple, but the benefits accruing to the children of the seven school districts will be major.

What needs may be anticipated for the meeting of which no provision exists or is planned?

1. To provide a response through education to needs arising from the migration into the districts of social, economic, or ethnic groups different from those already accepted and provided for by the schools.
2. To provide a means of assessing and planning adequate responses to future needs of the school districts and towns.
3. To increase cooperation and optimum utilization of resources through communication and regional planning.
4. To determine means of adapting or altering educational administrative structures and political and quasi-political boundaries to coincide with contemporary and anticipated needs.
5. To institute a program of adult education which would emphasize the school districts' role as agents of change in an effort to overcome resistance to change among the education profession and the public.

CHAPTER SIX

MODELS OF SCHOOL DISTRICT ORGANIZATION

What organizational and administrative structures will foster the attainment of the present and anticipated goals and objectives of the seven school districts?

The twenty-three consultants who contributed to the study responded to the questions to which the survey team was seeking answers in accordance with their own fields of specialization. The survey team arranged for the consultants to react to the data about the region, as recorded in the staff report, in terms of the various research questions. Attention was focused, however, upon the question immediately above. The consultants were brought together in groups of two, three, and four as feasible. It was primarily from the dialogues thus generated that a variety of models of organizational and administrative structure were brought specifically to the attention of the survey team.

Model I

An obvious model of organization that certainly had to be taken into consideration consists of the seven school districts as they presently exist, with selected services provided by the State Department of Education. The provision of school food service by the State Department is a modification of state functions generally performed. Regulation, enforcement of regulation, and leadership are the usual responsibilities which the Department has been assigned by the State. A recent adjustment to changing relationships among the levels of government is the provision of state support for Elementary and Secondary Education Act application preparation. Local school districts may draw upon an approved panel of consultants for such assistance with the State Department of Education paying for the service.

Model II

The present seven school districts would be consolidated into three. Chariho Regional High School District would become Chariho Regional School District, which would include the elementary school districts of Charlestown, Richmond and Hopkinton in addition to its present grades of seven through twelve. South Kingstown and Narragansett would become a regional school district with grades kindergarten through twelve. Westerly would remain as it is with kindergarten through grade twelve. Each of the three school districts would have its own school committee and its own superintendent.

There would be established a South County Regional School Service Center. The center would include specialists in such areas as adult education, audio-visual materials, psychology, school health, and speech. The functions of the specialists would span the three school districts.

The service center would be under the supervision of the South County Regional School Committee, whose membership would be composed of three individuals from each of the school committees of the three districts.

The South County Regional Superintendents Cabinet, composed of the three superintendents, would be responsible to the South County Regional School Committee and would coordinate the activities of the service center.

The South County Regional Principals Council would include all the principals from the three school districts. It would be an advisory group, making recommendations to the superintendents cabinet for the employment of specialists.

The Rhode Island State Department of Education would serve as advisor to the service center and pay the salaries of the specialists.

Model III

A variation of the previous model would establish the three school districts as described, but would provide cooperative services without the formalism of the South County regional organizations. An example of such a service would be the employment of a director of adult education for the region whose salary would be paid by the Rhode Island State Department of Education. The need for various services would be brought to the attention of the state department of education by the superintendents of the region. The services would not be limited to performances by people, but could include such items as data processing, audio-visual materials, and library books.

Model IV

A proposal brought forth by one consulting group included the establishing of a school district embracing all of Washington County. The seven districts under study would be joined with North Kingstown and Exeter to form a single unit.

Model V

Consideration was given in one of the consulting sessions to the possibility of developing two school districts for the entire region under study. One of these districts would be responsible for elementary education; the other, for secondary education.

Model VI

Because of the geographical size of the state it was suggested that there should be but one school district for the entire State of Rhode Island. The Hawaii public schools were cited as an example of this model.

Model VII

A model recently developed for Louisville and Jefferson County, Kentucky was examined for its possible relevance to the region being studied. A major feature of this model is the establishing of a metropolitan school district to embrace at least the City of Louisville and Jefferson County. This metropolitan district would perform such functions as the providing of funds for general school support and schoolhouse construction, the construction of school buildings, research and development, the providing of selected special educational programs, and performing various business and instructional services that might be efficiently provided by a centralized administrative organization.[1]

Model VIII

Another model considered by the survey team would combine the seven school districts into one, The South County Regional School District. The South County Regional School Committee would be composed of elected members from each of the towns concerned. There would be one superintendent. Three assistant superintendents would be required, one for each of the following areas: instruction, business, personnel. Curriculum committees would be established on a district-wide basis. Their membership would be composed of teachers representing building level committees.

Model IX

One variation of the previous model would include the establishment of a two-year community college as part of the school district. Its president would be responsible directly to the superintendent of schools.

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[1]Luvern L. Cunningham et al, *Report on the Merger Issue to the Louisville Public School System and the Jefferson County Public School System* (Louisville, Ky.: Louisville Board of Education—Jefferson County Board of Education, 1966)

Model X

Another variation would add four groups of individuals who would serve as observers of the school district. The first group would be called "Goal Appraisers" and their membership would include a philosopher, a psychologist and an educational evaluator. The second group would be the "Knowledge Strategists": two teachers, a guidance counselor and two subject specialists of professorial rank—one in science and one in the arts. The third group's membership would be drawn from the community and would represent various value-making institutions such as family, social agencies, and government. The last group would be "Reality Checkers" who would include artists, scientists, workers, students, and mass media workers. They would react to the "truth in life" in the school program.

Model XI

The following model could be considered as an initial step to any planned reorganization. There would be established a Center for Advisement on Talent Mobilization whose head would be called Educational Development Advisor. This individual would invite experts from various disciplines to serve at the center on an *ad hoc* basis. The functions of the center would be research and development, instrumentation (with a focus on teacher-pupil verbal interaction, staff development, information storage, and information retrieval), and a materials center. The center would be primarily a repository of human resources. The personnel would be drawn from federal, state and local sources. A lay board representing the school districts would serve as overseers of the center.

CHAPTER SEVEN

RECOMMENDATION OF THE SURVEY TEAM

The schools have become a focal point through which society is seeking solutions in microcosm to some of the major social issues of our times. Such social issues as civil rights, the war on poverty, unemployment, psychological tensions, and social tensions have, in looking to the public schools for their solution, also produced problems for the school to solve not unlike those of the larger society.

The schools' response to the social crises of our time must be sufficient for the present and adequate for the future. The school system must meet its obligation to provide appropriate education for all educable children of whatever particular ability, talent and interest they may possess. The school authorities must meet their obligation to the local and to the larger society by securing financial support, by employing an expert professional staff, by planning, constructing, and fully equipping school buildings, and by providing effective teaching and learning techniques.

In view of the above demands placed upon the schools, it is relevant for the seven school districts involved in this survey to consider the enormity of the school's solemn obligation to the individual child, to the local school district, and to the larger society, and to realize the impact upon present resources and the imperative of their optimum utilization. It is primarily in relation to this latter imperative of the optimum utilization of present resources that we proffer a model as a vehicle of administrative organization.

MODELS CONSIDERED

The eleven models described briefly in Chapter Six provided the basic elements considered by the survey team in the development of a model to recommend for the school districts studied.

There was the temptation to settle for the "obvious" structural alternatives. There was the suggestion by some of the residents of the region that the towns of Charlestown, Richmond and Hopkinton form a single school district; that Narragansett and South Kingstown public schools unite; and that Westerly continue to operate its schools as at present. Unfortunately, while such changes would result in slightly larger administrative units for the schools of five of the towns, the basic problems of the small units would not be solved.

Consultant after consultant developed a logical case for a single administrative unit for the seven school districts; i.e. Model VIII. Certainly the school districts as now constituted are not able to provide all of the services which a larger unit of school government could offer. One may ask whether any of the districts has the number of pupils and staff which would justify the employment of personnel to carry out major responsibilities in specialized areas such as research and development of new and improved teaching and learning techniques and media, mental health services, and electronic data processing. Good business practice clearly supports the unification of the entire region into one school district. But in choosing a model for school district organization, as in most decision making, there are conflicting values. On the one hand the efficient provision of quality education for children and adults is a value deeply prized. On the other hand, as the discussions among the consultants repeatedly revealed, there are people who place greater value upon local autonomy than upon efficiency of operation.

In recommending a model the survey team is looking to the experience of the past as a guide for the unknown future. Such a procedure, obviously, involves risks. It is possible that the assumptions now being made may not be supported by the events yet to occur. The team must take this calculated risk if its mission is to be carried out.

The model being recommended has been chosen on the basis of the following assumptions:

1. The towns of Charlestown, Hopkinton, Narragansett, Richmond, South Kingstown, and Westerly will increasingly become residential in character.
2. The people of Rhode Island desire an equal opportunity for a high quality education for all of the pupils of their public schools.
3. The present school districts of the region studied are too small to be expected to provide separately all of the financial and human resources necessary for the predictable future.
4. Local autonomy is a value cherished so deeply that an immediate, abrupt transition to a single school district for the six towns would not be acceptable to a majority of voters.
5. The State of Rhode Island has a constitutional responsibility to provide leadership for the public schools.

6. The delegation of a large measure of authority to locally chosen school committees is in accordance with a treasured, widely held value.
7. The increasing public acceptance of the tremendous power of education and the urgency of educational change demand bold, experimental educational leadership.
8. The bold imaginative leadership required can be provided most effectively at the state and local, rather than the federal level.
9. The State through its Board of Education and its Department of Education is in a strategic position to provide educational leadership at a level not available to each of the school committees separately.

MODEL RECOMMENDED

In recognition of the assumptions set forth the survey team makes the following recommendation:

The State Board of Education should establish a pilot Educational Leadership Center for the towns of Charlestown, Hopkinton, Narragansett, Richmond, South Kingstown, and Westerly. Funds for the support of the pilot center should be appropriated by the General Assembly. While it may be possible for the Center to extend its services through the use of federal grants, the basic support and control should be provided by the State of Rhode Island. Appropriations of funds must provide for personnel, facilities, equipment and supplies for the Center. Salary ranges for personnel must be adequate to attract and hold superior personnel in a highly competitive market. The cost of establishing and operating this pilot center is estimated to be $50,000 for the first year. In subsequent years the costs may be expected to increase in proportion to the increase in services provided to the school districts.

Purpose

The broad purpose of the Educational Leadership Center should be to provide services which are not readily available to the school districts separately or which can be provided more efficiently by a larger unit. One example is electronic data processing which is usually not considered economically feasible for single, relatively small school districts. Another example is mental health services which are becoming increasingly recognized as needed by schools. For the single school districts in the region studied to provide these services would be economically questionable.

Personnel

The chief administrative officer of the Center should be a full-time Educational Development Advisor. He should have a permanent staff of clerical, technical and professional personnel sufficient for the basic operation of the Center.

The Educational Development Advisor should be directly responsible to the Commissioner of Education. It is recommended that the Advisor carry out his functions with the advice of a local Advisory Board.

The Center should serve as a source of human resources. In addition to the small permanent staff, personnel with specialized competences should be employed on a temporary basis to supply the need for services of specialists from the various diciplines. Such personnel would be requested to obtain leaves of absence from their permanent positions in universities, colleges, schools, or other agencies in order to serve the school districts.

Functions

The specific functions to be performed by the Center should be determined by the needs of the school districts. It is to be expected that some functions will become relatively permanent while others will be assumed by the Center on a short-term basis and discontinued when the need no longer exists.

The guidelines by which the Center will determine the functions to be performed should be developed cooperatively by professional educators and laymen. While the Advisory Board should be charged with the responsibility for recommending the guidelines, other members of the professional staff of the schools and other laymen should be involved in the policy-making process.

It is the recommendation of the survey team that initally the Center provide those services which the Advisory Board considers to be of greatest need and for which adequate facilities and high quality personnel can be obtained. Among the possibilities in this category are the following:

1. Electronic data processing for such tasks as pupil accounting, pupil scheduling, and selected business accounting. Possibly this service could be provided through the cooperation of the University of Rhode Island.
2. Mental health services.
3. Technical assistance in the use of audio-visual aids.
4. Adult education as broadly perceived. (For a description refer to the third section of Chapter Three).

As experience grows in the cooperative utilization of services by the seven school districts the Center can be expected to accept greater and more fundamental responsibilities:

1. Research and development in respect to the curricular, instructional, and operational aspects of the school systems. The Center can bring respectability and funding to locally-based experimentation.
2. Long range planning. Planning can become a reality with the assistance of resource personnel who have special knowledge and skill in perceiving and interpreting the social scene.

3. Translating plans into programs. Curricular and instructional improvement can be fostered by providing the services of a specialist in the process of change.
4. Central purchasing of selected supplies and equipment. Quantity purchasing should save taxpayer dollars.

Evaluation

The performance of the Center should be appraised continuingly by the Commissioner of Education and by the Advisory Board. An annual report of accomplishments, needs and plans for the Educational Leadership Center should be submitted by the Commissioner to the Board of Education.

At the conclusion of five years of the operation of the Center an evaluation of the quality and scope of the services rendered should enable the Board of Education to determine the applicability of the Educational Leadership Center concept to other areas of Rhode Island.

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